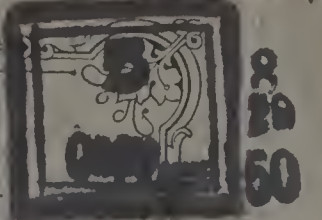


TD 819
.N6 N4
Copy 1

*W.C. Whitney Jr
with regard to J.M. Adams.*



NEW YORK MUNICIPAL SOCIETY.

REPORT OF A COMMITTEE
OF THE
NEW YORK MUNICIPAL SOCIETY
APPOINTED TO INVESTIGATE THE
SYSTEM OF STREET CLEANING,
AS ADMINISTERED BY THE BOARD OF POLICE
IN THE CITY OF NEW YORK.

Read before the Society, January 7th, 1878.

NEW YORK:
PUBLISHED BY ORDER OF THE SOCIETY.

1878.

NEW YORK MUNICIPAL SOCIETY.

REPORT OF A COMMITTEE

OF THE

NEW YORK MUNICIPAL SOCIETY

APPOINTED TO INVESTIGATE THE

SYSTEM OF STREET CLEANING,

AS ADMINISTERED BY THE BOARD OF POLICE

IN THE CITY OF NEW YORK.

Read before the Society, January 7th, 1878.

NEW YORK:

PUBLISHED BY ORDER OF THE SOCIETY.

1878.

91-1-1961-10-16

The Committee desire to express their obligations to ALEXANDER H. BROWN, Esq., M. P. for Much Wenlock, for his kindness in collecting and forwarding to them the information and statistics as to the street cleaning of London, Liverpool, and Manchester, so freely referred to in their Report.

REPORT.

By chapter 677 of the Laws of 1872 the Board of Police in the city of New York has exclusive power, and is charged with the duty of causing all streets, avenues, lanes, gutters, wharves, piers, and heads of slips to be thoroughly cleaned from time to time, and kept at all times thoroughly cleaned. It is to remove from the city daily, and as often as may be necessary, ashes, garbage, rubbish, sweepings of every kind, except such dirt and ashes as in the judgment of the Board of Health may be suitable to fill low and sunken lots.

In addition, it is to remove all offal, dead animals, blood, and other refuse matter ; but as this part of its duty is not within the scope of our inquiry, we shall not quote further from the statute concerning it, nor notice it in this report, except to remark in passing, that the expense of performing this work is entirely distinct from and additional to, the appropriation for street cleaning.

The statute places at the disposal of the Police Board suitable and sufficient docks, piers, slips, and berths in slips necessary for carrying out their work ; authorizes them to contract for the sale of manure, dirt sweepings, and garbage at prices to be fixed by themselves, the proceeds to be applied to reduce the expenses of their work, and empowers them to appoint such officers, agents, and employees as they may find necessary to perform such duties *as can not be advantageously performed by members of the police force* ; fix their compensation, employ laborers, purchase or hire horses, carts, and the necessary boats and other materials essential to performing their duties.

The money to pay their expenditures shall be fixed annually by the Board of Apportionment, after consideration and revision of the estimate thereof by the Police Commissioners, and inserted in the tax levy.

Such are the provisions of law regarding street cleaning. They are simple, easy to be understood and grant almost plenary power for their enforcement.

Shortly after the passage of this act the Police Board assumed the duties so imposed upon them, and in carrying out, or attempting to carry out, those duties, expended in the year 1873, \$1,097,384.33 ; in the year 1874, \$829,828.07 ; in the year 1875, \$801,405.33 ; in the year 1876, \$725,000 ; received for the year 1877 an appropriation of \$725,000, and ask for the year 1878, at the hands of the Board of Apportionment, \$1,077,640.—

Have the taxpayers of this city received from those intrusted with the expenditure of these enormous sums anything like full value therefor in clean streets? Are they likely, under the present administration, to receive for their money such value in the future? If not, why not? and what remedy shall they seek? Such are the questions which are to occupy us to-night. We will consider them *seriatim* :—

First—Do taxpayers receive their money's worth in clean streets?

Your committee do not suppose—even in view of some of the testimony lately given before the Mayor—that any one familiar with the city will seriously maintain that New York is thoroughly cleaned or kept cleaned. The Police Commissioners themselves have freely admitted to your committee that it is not. But, as we do not propose in this report to rely on general assertions or admissions, but upon facts ascertained from personal inspection, as we desire above everything to be exact, we shall, at the risk of being tedious, invite you to follow us upon a tour of inspection undertaken by your committee on the 10th day of December, 1877. Starting from Thirty-seventh street, at Madison ave-

nue, going east through Thirty-seventh street to First avenue, down First avenue to Twentieth street, up Twentieth street to Second avenue, down Second avenue to Sixth street, up Sixth street to Third avenue, down Third avenue to Houston, down Houston to Mulberry, up Mulberry to Bleeker, west through Bleeker to South Fifth avenue, down South Fifth avenue to Prince, west through Prince to West street, north through West to Houston, east through Houston to Macdougall, south through Macdougall to Spring, east through Spring to Broadway, north up Broadway to Houston, east through Houston to Clinton, south through Clinton to Madison, west through Madison to New Bowery, and from New Bowery through Frankfort to the City Hall. It will be observed that our route takes in the heart of the city. It was made with these results :—

Thirty-seventh street, from Madison to Second avenue, was passably clean, except at its junction with Third avenue, where the gutters, both of avenue and cross street, had not been cleansed for many days; between First and Second avenues the street was intolerably dirty, the roadway littered with garbage and ashes. Second avenue in crossing was noticed to have been swept the day before, the dirt lying in heaps awaiting removal, no carts in sight, and the high wind blowing the compost from the heaps in clouds through the air. First avenue, in the judgment of your committee, had not been cleansed for a month or more; it was encumbered with heaps of dried mud, ashes, garbage and all manner of filth. Twentieth street, between First and Second avenues, was in bad order. Second avenue, between Twentieth and Sixth streets, was fairly clean. Sixth street was very dirty. Third avenue, between Sixth and Houston, was, in comparison with other streets, passably clean, but not in the condition it should have been. Great Jones and Bond streets were noticed in passing to be in very bad order. Houston and Mulberry streets, were fairly clean. Bleeker, at its junction with Broadway and thence West, was in bad condition, its gutters full of noisome dirt.

South Fifth avenue had evidently been swept from two to three days before, the dirt unremoved, was caked into hard mud heaps, which were gradually being distributed over the roadway by passing wheels. Wooster and Greene streets were noticed in passing to be very dirty. Prince street, to West and West to Houston, were fairly clean, but Houston, from West to Macdougall, was filthy enough to breed a pestilence, the roadway in places deep in mud, despite the high and drying wind, was choked with garbage and ashes, the gutters frequently being filled to a level with the sidewalk. Of the cross streets some—noticeably Washington—were very dirty, others less so; others had been swept, but the dirt not removed. Turning into Broadway at a quarter before ten, the hour when it is filled with citizens hurrying down town, the roadway showed no signs of having been swept for at least forty-eight hours. Clouds of dirt and dried horse manure were whirling through the air, defiling the lungs and ruining the garments of every passer-by. The east side of town presented a more creditable appearance, the streets being fairly clean, though encumbered with ashes awaiting removal. In Madison street, however, the dirt and garbage reappeared in offensive heaps, and from Catharine street to the City Hall none of the streets could be called clean. In all this distance your committee met but one gang of street-sweepers, five in number, all decrepit, feeble men, the only able-bodied one of the party being the gangman, a stalwart Irishman, who, with pipe in mouth and hands in his pockets, stood leaning against a post inspecting the attempts at work of his followers with languid curiosity. The work was not half done, the scraping and brooming was of the poorest kind, and when the heaps had been formed the men left them in the gutter, no carts following the sweepers. Your committee encountered but two carts during the whole of their journey, these were loading with ashes, and as a high wind was blowing, the ashes were about equally divided between the cart, the street, and the passers-by.

Such is a fair statement of what was noted by your committee on the last of their many tours of inspection. It is needless to multiply like descriptions ; suffice it to say that during the past summer the streets were in a far worse condition, especially on the extreme east and west portions of the city ; so much worse under the torrid rays of the sun that our escape from a general epidemic is cause for congratulation.

The Police Commissioners claim, in conversation with your committee, to clean Broadway and the avenues running lengthwise of the island three times a week, the other streets once a week.

As to the system followed they respond thus in writing to our questions :—

Q. How often is each district or ward cleansed or swept ? Is there a system of rotation of districts or is work done every day in parts of each district ?

A. There is no system of rotation of work in districts. Work is done each day in parts of districts. Many streets need cleaning oftener than others ; some are cleaned every day, some two or three times a week. The work is applied where it will do the most good and is the most needed.

In other words, there is no regular system upon which each street receives a certain amount of labor within a certain specified time. Work is spasmodic, and applied according to fancied need, not in accordance with definite rules.

Now, this system is palpably insufficient for the needs of a great city. The principal streets (and in this we include not only Broadway and the lateral avenues, but the principal cross thoroughfares) should be swept once in every twenty-four hours, and this always at night. Ashes should be removed regularly before eight A.M. in winter and seven A.M. in summer. The whole city should be thoroughly cleaned and purified at least once in each week.

Is such a demand unreasonable ?

In London, with $1,410\frac{1}{2}$ miles of pavement, every prin-

cipal street is swept once in twenty-four hours, secondary streets three times a week, all others at least twice.

In Liverpool, with 255 miles of pavement, like regulations are enforced.

In Manchester, with 500 miles of pavement, the principal streets, roads, and thoroughfares, together with the markets, are cleansed every day, secondary streets thrice a week, all others twice.

In Boston, with 70 miles of pavement and 200 miles of Macadam, the principal streets are swept every morning before eight o'clock, all others twice a week, the Macadam once a week and all gutters flushed and cleansed weekly.

In Philadelphia, with 600 miles of pavement, the principal thoroughfares are cleaned six times a week, secondary streets three times a week, and the whole city is thoroughly cleaned once a week.

In New York, with 250 miles of pavement, the authorities claim to sweep her principal streets three times a week and her other streets once a week. If the claim were well founded she takes rank below every other important city above mentioned. How is it, then, when every citizen knows that the claim is baseless and without shadow of right?

Is the default owing to inadequate means? Let us continue our comparison.

London is divided into thirty-nine parishes, each of which conducts its own scavenging and street cleaning. It would be impossible to give returns from them all. Taking the parish of St. George, Hanover square, one of the most central and important, as an example, we find that it comprises forty-two miles of streets. The average cost of cleaning these and carting away the refuse—a ride of from three to five miles being necessary—for the years 1870 to 1875, was £9,078 per annum, or \$45,500 gold. Taking the same average for the whole city—which is certainly fair, as many of the parishes are smaller and the carting distance less, the annual cost would be \$1,774,500, or, in round numbers, \$1,258 per mile.

Liverpool, with her 255 miles of pavement, paid for street cleaning in 1876, including the emptying and cleansing of all the privies of the city, numbering 31,720—a work the expense of which is in New York distinct from and additional to the cost of street cleaning—the sum of £65,864 0s. 6d, or \$329,320 in gold, equivalent to \$1,291 per mile.

Manchester, with 500 miles of pavement, paid in 1876 for street cleaning £28,412, say \$142,060, or \$285 per mile.

Boston in 1876, with 270 miles of streets, paid for street cleaning, including removal of ashes and garbage, \$263,000 currency, or \$974 per mile. This is net, after deducting \$46,000 received from sales of garbage.

Philadelphia, with 600 miles of streets, spent in the first ten months of 1877 for street cleaning, including removal of ashes and garbage, \$275,000, a total for the year, at the same ratio, of \$330,000, or \$550 per mile.

New York, with 250 miles of pavement, spent in 1877 for street cleaning, exclusive of removing dead animals or cleansing privies, \$725,000, or \$2,900 per mile, and asks for the year 1878, \$1,077,640, or \$4,310 per mile.

These figures need no commentary.

Nor is this all. It is a well known fact that, in view of the unsatisfactory manner in which the streets are swept and garbage collected, most of the private citizens residing in the area bounded by Fourteenth street on the south, Fourth or Park Avenues on the east, Seventh Avenue on the west, and Fifty-ninth street on the north, procure the streets in front of their residences to be swept and the ashes and garbage to be taken away at their own expense, and this at an average monthly expenditure of \$2 to each household. It is impossible to estimate with any degree of accuracy the sum total which, in addition to their taxes, is thus paid for street cleaning by private citizens, and we do not therefore make the attempt, but the fact is, save by the Police Commissioners, universally recognized, that an immense amount of labor is thus spared the Street Cleaning

Bureau, and should ratably diminish the cost of their work. But in answer to our question :—

Q. What streets are swept by private citizens or persons in their employ? Give full list on this point.

The commissioners reply :

A. This department has no knowledge of any streets swept by private citizens or persons in their employ.

And Captain Gunner, the Superintendent of the department, informed your committee that the streets in the above-mentioned area are all returned by his inspectors as regularly swept by his department and that full pay is drawn for such service.

What shall be said of a system which thus ignores a fact so universally recognized, which is so administered as to necessitate the interference of citizens to protect themselves, at additional expense, from the discomfort and uncleanness incident to such system, and which has the hardihood to claim payment for services which the mere fact of this private interference proves never to have been properly rendered?

Leaving out of account, then, all question of amounts paid by private parties for street cleaning, it is evident, in view of the official figures above quoted, that the cost of cleaning this city is—even were the work well done—enormously disproportioned to that incurred by sister communities at home and abroad, and that the plea of inadequate means can not be set up by the Police Commissioners as a competent defence for the condition of the city. One word more on this point. Prior to the commitment of the streets to the Board of Police, the cleaning thereof was done under contract with Messrs. Brown, Devoe & Knapp. This contract called for a thorough sweeping of the entire city once a week, and for that of Broadway and the principal avenues, once in twenty-four hours. The price to be paid was \$496,000. The amount was satisfactory to the contractors. They never asked an increase, and both Mr. Brown and his assignee, Mr. Whiting, testified

at different times under oath that their profits averaged \$100,000 per year, and that could they shake themselves absolutely clear from all political influence, those profits would be largely increased. The Board of Police claim to do no more work than was contemplated by the specifications of the Brown contract, nor, in the judgment of your committee, do they do it better.

But,—say people uninformed as to the details of this work,—extensive and costly apparatus is necessary in cleaning a large city. Have not the Police Board expended, necessarily, much of their large appropriation in the purchase of such apparatus? Let us see:

In May, 1876, three years after the board assumed control of street cleaning, they owned, as working material, five small sweeping machines in good order and six unfit for use; four large machines unfit for use, but in process of repair; four water carts in good order, forty department carts in working order and fifty broken and stored away as useless.

These articles were not acquired by purchase, but were inherited from Messrs. Brown, Devoe & Knapp, the former contractors. In like manner a number of horses came into the possession of the board, with their harness, both horses and harness being of poor quality.

Between May, 1876, and May, 1877, the department having hired from the city at nominal rent the market buildings and wharf at the foot of East Seventeenth street, proceeded there to establish shops, utilize and repair the material upon their hands, and to get their tools into some order. Your committee have inspected this establishment, and can commend the order and system which there prevail. In May, 1877, the department had eleven small machines in good order, four large machines in good order, sixteen water carts and eighty-two department carts, all in good condition. But it will be noticed that the number of machines has not been increased since 1876; they have simply been repaired, and the increase in the number of carts is due not to pur-

chase but to repairing and putting together old material.

In June, 1877, the department owned eighty-two horses, with proper harness for all the street sweeping machines and water carts and for fifty-seven department carts. Of these horses the great majority had come down from the old contractors, and were generally diseased and lame. They have good care and treatment, but hardly one of them can do a full day's work. Forty-two carts remained idle for want of horses, and the Commissioners strenuously insist that the existing appropriation is insufficient to enable them to purchase them. Of the vessels used in carrying away the refuse of the city, the department owns two steam tugs, both unfit for towing heavy loads, and in bad repair, and thirty-one scows. None of these represent new purchases. Tugs and scows are part of the heritage from Brown, Devoe & Knapp.

To eke out their apparatus, the department is forced to hire three hundred and twenty-five carts, with a corresponding number of horses and harness, and from thirty to thirty-five scows, in addition to those above enumerated.

It will be seen at once that the apparatus owned by the city is utterly inadequate to the work, and that very little, if any, money has been expended on the purchase of new material or horses for the last five years. Your committee desire simply to recall to your recollection that for those five years the total appropriations have reached the immense sum of \$4,178,617.73, without taking into account the cost incurred by private citizens, in keeping clear the area heretofore described.

In view, then, of the facts above stated as to the actual condition of the city thoroughfares, the want of regularity and system in not apportioning to each street its regular time of cleaning, as disclosed by the answer of the department, the enormous disproportion of the sums expended by the department, when compared with like expenditures in other communities, and the failure of the department to

show anything like an adequate apparatus for carrying out their work, your committee feel justified in appealing to you to answer the question with which we started—Do the taxpayers receive their money's worth in clean streets?—with a prompt and decided negative.

To the second question, whether the taxpayers are likely for the future to receive such value under the present administration, your committee feel compelled to return an equally prompt and decided negative.

1. Because the past record of the board is not such as to encourage hope for the future.

2. Because the demand for \$1,077,640, made by them for the year 1878 upon the Board of Apportionment, is, upon its face, an outrage upon the public ; and

Lastly, for reasons which will fully appear in our discussion of the next question.

The third question, Why do not the taxpayers receive their money's worth in clean streets? your committee proposes to treat:—

First—By setting forth at length the obstacles which the Police Commissioners insist obstruct them in the proper discharge of their duty, and which, they claim, should excuse the imperfect performance of those duties, together with the opinion of your committee on such claims ; and

Second—The facts which, in the judgment of your committee, are the real causes of the failure of the Police Department to cleanse this city.

The department claims :—

First—That they are powerless to enforce the separation of ashes and garbage, and that such separation, especially in the tenement house district of your city, is practically impossible.

Second—That the commingling of these two articles renders the whole mass offensive, and brings it within the provisions of chapter 604, Laws of 1875, which provides that it shall not be lawful for any person to throw, or cast any offal, putrid or offensive matter, into the waters of the

North or East river, or into the Bay of New York or Raritan or Jamaica Bay, nor to take the same out to sea, except under permit of an inspector appointed by the Governor. Similar legislation closes the waters of Long Island Sound to the deposit of this material.

"It thus appears," we quote from the written statement of the department hereto annexed, "that there are no waters surrounding or in the vicinity of New York where this material may be lawfully deposited. As to the disposition of the material on land the Street Cleaning act provides that all material in question shall be removed from the city daily, except such dirt and ashes as in the judgment of the Board of Health may be suitable to fill sunken lots. Your committee," we still quote, "have knowledge how completely the attempts of the Board of Police to utilize this vast volume of material in filling up and making valuable the waste places of the city have been defeated. Further, the sanitary ordinances of Kings, Queens, Richmond, and Westchester counties, Long Island City, Brooklyn, Jersey City, Hoboken, and all the rural districts of New Jersey prohibit the deposition of this material within their several jurisdictions, and their sanitary officers are active and earnest in prohibiting and repelling the deposits. It is proper to add that the violations of the statutes and ordinances in this regard are misdemeanors, subjecting the offending parties to indictment and criminal punishment,"

The chief difficulty in the way of the Commissioners, then, and that on which they dwell with greatest emphasis, is their inability to dispose of the mass of refuse collected in cleaning the city. Had we a place to dump this in, they say, we could keep the city clean, and the reason we can not find such place is, that being powerless to enforce the separation of ashes and street dirt from garbage, the whole mass becomes putrid and offensive, and therefore brings us within the provisions of the statute.

These are the "legal and other difficulties surrounding the matter of street cleaning," so pathetically referred to in

the protest of a number of gentlemen addressed to the Mayor and lately published in the daily press, and so plaintively re-echoed by the Mayor in his formal dismissal of the charges brought by himself against the Commissioners.

In the judgment of your committee this objection is not only not well taken by the Police Board, but their constant urging of it and insistence upon it are puerile and ridiculous.

An ordinance of the Common Council requires garbage and ashes to be kept separate and put out for collection in separate vessels. The Police Board has under its control and orders a force of 2,200 men, in high training, each one of whom can, as part of his duty, see to the enforcement of this ordinance. With this machinery at its disposal, the Police Board not only can not show any sustained or continued effort to enforce this separation, but itself encourages and instigates the infraction of the law on this point.

“Do you enforce obedience to the ordinance requiring ashes and garbage to be kept separate?”

We quote from the report of an interview with Commissioner Nichols, published in the *New York World* of December 16, a copy of which is hereto annexed :

“No ; we used to, but it was found to be impracticable, for the reason that it required us to have twice as many carts as we use, and that entailed an expenditure we could not afford under the present appropriation. You can easily see what an additional labor and expense would be required to send two carts where we now send only one.”

The inhabitants of the tenement house district are not, as a rule, noted for observance of sanitary laws, but, in view of the above statement, are they to be blamed for the admixture of garbage with their ashes when the Department, whose business it is to enforce their separation, deliberately mixes, under the eyes of the tenants, the very substances which the law proclaims shall, under penalty of fine, be kept distinct?

Your committee are aware that about two years ago an

effort was made by the Police Board to enforce the separating ordinance; that the inhabitants of the city, on receiving notice of such effort, proceeded with great unanimity to provide themselves with iron and tin vessels, as receptacles of garbage, and endeavored to keep it separate and distinct, and your committee charges that the failure at that time to carry out this system of separation was chiefly, if not entirely owing to the admixture of these substances by the servants of the Police Board in the carts sent for their collection.

Another cause of the failure to separate is the irregularity with which the department carts make their rounds.

“How is it,” we continue from the same report in the *World*, “that within a block of here, on Mott street, there are at this hour of the morning many barrels full of garbage?”

Answer—“That is because we have not scows enough to remove the stuff. We have to hire them all the time, and even then they are not sufficient, because we have to go out to sea to dump, and we can not do that when there is a high wind without imperiling the lives of our men. While the scows are lying full at the dock, waiting to be taken out and unloaded, it is useless to fill our carts with stuff which we can not remove; so we have to wait for the scows to return from sea.”

Here is the whole story in a few words. Garbage accumulates quickly, and in the narrow, close rooms of the tenement house must of necessity be gotten rid of. The only way for these poor people to get rid of it is to place it in the open air to await removal. Removal being delayed, the receptacles are needed for further use, the contents are dumped into the gutter or into ash barrels, and fester there until the Department gets ready to cart it away. By that time it has decayed to such an extent as to be incapable of separation, or, if separated, to be of any use, and is thrown into the ash cart to distil foul liquids which, under its motion, trickle through into the street, poisoning the air and creating a terrible nuisance.

Your committee do not propose to add one word to the foregoing statements of one of the Police Commissioners. Those statements establish the fact that absolutely no effort is made by the department to separate the garbage from the ashes and street dirt of this city. But this very admixture of garbage is the cause why no place can be secured for the disposal of the refuse with which it is mixed. The legislation of which the Police Board complains is eminently proper and just. We do not propose to permit our rivers and bays to become a mass of corrupting matter, nor do we blame adjacent communities for protecting their shores from this disgusting and pestilential visitation.

In the judgment of your committee not one ounce of this city's refuse need be taken to sea or dumped into the waters of the East or North river or of Long Island Sound. The garbage once separated—and it is but ten per cent. of the whole amount of city refuse—the residue, ashes and street sweepings, are not offal, putrid or offensive matter within the statute, and need not be removed from the city daily, if at all. Much of it is immediately available for filling low lands. The street sweepings have a certain value as manure, and were formerly disposed of for that purpose, bringing in something like \$20,000 per annum. Ashes when screened make an excellent substratum for pavements and filling for low lands, besides yielding a large percentage of available fuel. Dumping grounds for both these materials might without offence be established in the city or on lands hard by to be acquired for the purpose, and if it were once known that these two materials could be found in quantities at certain known places and at fixed prices a market would soon be established for them.

The garbage, taken when fresh and without admixture, commands a ready sale at prices which will nearly pay the expenses of its collection. Your committee, accompanied by two of the Police Commissioners, visited an establishment at East New York, seven miles back of Long Island City, where large quantities of swine are raised for market

on the garbage supplied from three or four hotels of this city. The proprietor pays these hotels about \$4,000 per annum for their ashes and garbage (the former screened supplying him with all the fuel for his machinery) and removes them this long distance between nine and twelve o'clock each night.

When confronted with the Police Commissioners he professed himself ready to purchase all the garbage they could deliver to him at any vacant island on Long Island Sound. Subsequently your committee procured a perfectly responsible man who offered to receive on the docks and carry away at his own expense all the garbage of the city. He has subsequently offered, and his offer reappears in the *Herald* of December 26, 1877, to collect and remove all the garbage of the city for a period of ten years, at \$1,000 per year. This contract, however, the Corporation Counsel holds the Police Board have no power to make, and therefore no action was taken in regard to it. Your committee cite the offer as showing that the garbage can be readily disposed of if once separated and secured. That this separation can be effected by persistent and honest efforts, conducted on a proper system, your committee have not the slightest doubt.

Such system should commence with the establishment of a force charged with the collection of garbage alone. As this constitutes but ten per cent. of the city refuse it is idle to claim that double the present number of carts would be required to secure its removal. Each garbage cart should be closed with a tight fitting lid (drawings of those used in Liverpool are herewith submitted), should be distinctively painted and lettered, and should make its daily rounds at specified hours with exact punctuality. Each cart should have at least two men appointed to it, who, if garbage is not brought out for removal, should enter houses to seek it. Householders should be notified of the hour of the proposed arrival of the cart and directed to place the garbage in separate vessels ready for removal by it. Any default

to comply with this direction should be promptly reported—it must be remembered that the Police Commissioners would have in addition to the cartmen the whole police force at their disposal for this purpose—and whatever penalty is imposed for such default should be rigidly enforced.

In Boston, where this separate collection is carried well-nigh to perfection, the penalty (\$5 for each offence) is imposed, not upon the tenant in the tenement house, but upon the landlord, and the penalty has seldom to be enforced but once. The entire cost of collecting garbage in Boston for 1876, with a force of 100 men, was \$79,000, from which is to be deducted \$30,000 received from sales, making net cost \$49,000.

In Philadelphia the separate system prevails, and your committee desires here to quote from a letter addressed to them by the President of the Board of Health in that city, the whole of which will be found appended to this report as an exhibit.

“As to the question of garbage, we had much difficulty in the early history of our street cleaning, until we made separate contracts and let the contractors fight it out—I mean the street cleaning and removal of ashes contractor vs. the garbage collectors. Now we have little mixing, if any. If garbage is taken up systematically, daily through the hot season, and tri- or semi-weekly during the winter, as per printed papers on that subject herewith sent you—there will be no occasion for mixing, for there will be nothing to mix. But if it is left uncollected for days, these poor people must get rid of it, and putting it in with ashes is the least offensive to them and the most natural and least expensive way to get rid of the nuisance. Systematic removal of garbage daily, tri- and semi-weekly will cure mixing. The proper bureau should keep a book of complaints, where all citizens can register their complaints and the contractors be immediately notified of them and to remove the garbage. If not promptly done, do it at his expense, no

matter what it costs. The garbage contractors utilize most of the garbage in feeding hogs out of the city, on its outskirts, where it will give but little offence. Eternal vigilance on these contractors is, we find, the only remedy.”

Your committee do not doubt that at first there would be difficulties in the enforcement of this separation ; but that these difficulties would be insuperable, as declared by the Police Commissioners, is simple nonsense. Let it be thoroughly known that at certain hours in the morning or evening garbage would be called for and collected ; let the habit once be established of meeting the garbage cart without disappointment or delay, and the collection would soon be made as expeditiously and regularly as the collection of letters from the mail boxes.

Once collected, we have shown that it can be disposed of at profitable prices. Will it be believed that the Police Commissioners, instead of utilizing this refuse, are to-day collecting it, conveying it away at large cost in their scows to Pamrapo, N. J., and on reaching this destination are actually paying \$20 of the public money per scow load for the right of depositing it on lands, the owners of which should be glad to pay for it at remunerative rates if delivered to them in dock at New York ? As most people would not believe this fact, we beg to refer to a communication from Mr. Commissioner Nichols, addressed to your committee under date of December 28, and hereto appended, in confirmation of this statement. It is as follows :

DECEMBER 28, 1877.

DEAR SIR:—Your favor of yesterday is received, and I hasten to answer your inquiry. The Bureau of Street Cleaning has lately, for want of better opportunity, been compelled to dispose of the street cleaning material, in New Jersey, paying the parties who receive and unload it at their own cost, \$20 per scow load.

This is the cheapest opportunity now offered for wasting street cleaning material. The towage is short, in smooth water, and our tugs with trains of scows, can go with the tide both ways. At this season of the

year, the open sea can not be encountered with the insufficient tugs and water craft of the bureau.

Mr. Swift, in July last, proposed to receive on board of his vessels, and remove all the garbage from the city of New York, for a term of five or ten years.

You will notice, first, that Mr. Swift wants garbage only, and he wants all the garbage from the city. The Bureau of Street Cleaning can not give him garbage only, nor can they give him all (nor half) of the garbage of the city of New York ; second, he wants a contract for five or ten years, which the Board of Police can not make.

Very respectfully,

SIDNEY P. NICHOLS.

Well and appropriately is the word “wasted” used here. A material, which if handled with judgment and ordinary care should return at least thirty per cent on the cost of its collection, is not only given away, but large sums of money are needlessly squandered in inducing the recipients to accept the gift. A more grievous case of mismanagement in office is rarely exhibited, and when, in addition to this, we see that the Police Department not only makes no effort to separate garbage from other refuse, but actually encourages and incites its admixture, we can not listen with much patience to its reiterated clamor for more legislation and a longer purse as remedies for the evils of which it is practically the author. Nor do we consider that the want of dumping places is a valid excuse for its shortcomings ; but, remembering that the great bulk of the refuse of the city, if properly cleared of garbage, is both inoffensive and useful, and that no effort whatever is made to render it thus inoffensive and useful, we are rather forced to the conclusion that intelligent and capable men, in thus putting forward such excuses, are simply availing themselves of the popular ignorance of the details of their work to rest idle when they should be most active. Similar excuses if advanced in the conduct of private business would be held to stultify their authors, and the public can not consent to accept them as valid until the Police

Commissioners have shown long-continued, persistent, and systematic efforts to carry out their duties in separating garbage, and in disposing of it and of the remaining refuse in a proper and business-like method.

The Police Board claims, secondly, that they have not the proper apparatus for the conduct of their work ; that they need horses, carts, sweeping machines, water carts, scows, and steam tugs, and that they have no means wherewith to buy them. Your committee admits the first clause of their claim as true. They do need all these things, and need them sorely. The horses and carts other than those owned by the department are hired by the day ; they are wretched beyond description, the carts holding but thirty cubic feet to the forty-one cubic feet of the department carts ; the horses are the most feeble and decrepit of their kind, unable in most instances to drag anything like a full load, and only then to totter through the streets, consuming double the time required by an ordinarily active farm horse in reaching a given point. The department hires 320 of these carts at a cost of \$3.25 each per day—a daily expenditure of \$1,040. Did the department own its own carts, horsed by strong, active horses, such as can now be bought at from \$90 to \$150 each, this expenditure would be reduced at least thirty-three and one-third per cent., provided the same number of carts was found necessary, which it would not be. The street-sweeping machines should be largely multiplied. If the city were once thoroughly cleansed by hand labor it could be kept clean by machines much more extensively and economically than by hand labor, as at present. If the present system of dumping refuse at sea is to be continued, the department should own its own tugs and scows. Of the latter at least five should be especially built for the purpose, possess independent steam power capable of making nine knots an hour, and be self-dumping, thus dispensing with the labor now found necessary in unloading.

These can be obtained at \$35,000 each—a total of.....	\$175,000
Add 200 horses at \$150 each.....	30,000
150 carts at \$70 each.....	10,000
Harness therefor, say.....	2,000
10 machines at \$350 each.....	3,500
10 sprinklers to accompany them, at \$250 each.....	2,500
Total cost.....	<u>\$223,000</u>

These articles, with what is already owned by the Department, would abundantly equip it for honest work. Why does it not own it? The Commissioners say it is because they have not the means under the present appropriation. Here your committee desire to join issue with them and to express their deliberate conviction, after full examination of the subject, that the amount necessary to purchase this equipment could, if the Street Cleaning Department were faithfully and judiciously managed, be saved from the appropriation of \$725,000 made them this year, and the streets, in addition, be cleaned as they never have been cleaned before. Our reason for this belief will be given later on.

Having stated as fairly and honestly as possible the claims of the Police Board to public indulgence, your committee now propose to set forth their own judgment as to the real cause of the failure of that Board to properly cleanse the city. It is not far to seek. The words “political influence” and their invariable attendant “patronage” supply the key. Your committee charge that the Street Cleaning Bureau of this city is managed rather in the interest of party than of clean streets; that its chief office is to provide sinecures for ward politicians and employment for those whose votes keep ward politicians and those of higher grade behind them in power; that much of the public moneys disbursed by its managers goes to men who yield little if any value in return, and that the money so diverted from its legitimate object should, if rightly and properly expended, suffice not only to keep this city abundantly clean and purchase all necessary

material for so doing, but yield a surplus for return to the city treasury at the end of the year. We further charge that the wages paid laborers are excessive, much above the merit of employees, and greater than those laborers could command from any private employer; that such wages are paid knowingly by the Police Board with full cognizance of such facts, and are so paid for political purposes; that the appointments to office and employment in labor in no degree depend upon the merits of the candidate, or his ability to fill the vacant place; that such appointments and employment are awarded as matters of patronage, chiefly by men high in power in municipal politics, to whose commands the Police Commissioners are forced to lend an obedient ear at peril of their own peace, if not of their places, in case of non-compliance. We charge that under this system anything like proper organization, rigid economy, due discharge of duty, has no place; that, in one word, the appropriations of the Department are wasted, and that nothing like adequate value is rendered therefor. These are grave charges, but we do not advance them without proof.

When the care of the streets was committed to the Police Board one reason for the change was, that having control of a large body of organized men already under pay, they could utilize them as inspectors and overseers of the laborers to be employed. The statute authorizes the Board to appoint agents and employees to perform such duties only *as can not be advantageously performed by members of the police force*, and the implication here shows clearly enough the prevailing idea in the minds of those who drafted the bill. Now the fact is, that the only duty regarding street cleaning performed by members of the police force proper, with the exception of the officers hereinafter named, is the reporting by patrolmen of streets which in their judgment need attention.

Let us glance at the roster of the Street Cleaning Bureau.

There are five superintendents of the bureau so called,

whereof three are police captains at \$2,000 a year each, one roundsman at \$1,200 and one officer at \$1,200.

The salaries of these officers are charged on both police and street cleaning appropriations, being paid from one and repaid into the Comptroller's office at the end of the year from the other, an unnecessary and vicious practice, involving a useless increase of the street cleaning appropriation and a possible loss of interest to the city.

There is a Deputy Inspector at \$2,500 a year, a Superintendent of stables at \$1,500, a chief clerk at \$3,000, a payroll clerk at \$2,000, a time clerk at \$1,500, a clerk to the Commissioners at \$1,500, and three minor clerks at \$1,200 each.

There are twenty-one foremen at \$1,000 each, forty-six gangmen at \$2 a day each, fourteen dump inspectors at \$800 per annum each, two telegraph operators at \$900 each (entirely distinct, as we understand, from the regular police operatives), sixteen watchmen at dumps at \$2 a day each, two tug captains at \$1,440 each, two engineers at \$1,140, each, and six other employees on tugs at \$720 each. Then there are detailed to Captain Gunner, Superintendent, an additional foreman and gangman, and two additional gangmen are detailed as clerks in the office. The salaries of these last mentioned four officials are not given, but, we presume, are at the same rate as those of others of like rank.

The pay roll of salaried officials, exclusive of the Commissioners and gangmen, foots up, in the estimates of the department for 1878, \$63,880, and this is payable in good and bad weather alike, whether work be done or no. Your committee has obtained, and annexes hereto, a list of the patriots who kindly serve as foremen and gangmen, together with the occupations with which they amuse their leisure hours. Time would fail to describe them all; a few instances must suffice. One is a merchant, a member of a down-town firm; three are liquor dealers, five are clerks,

one keeps a livery stable, one is a barber, another a baker, and one ingenuously describes himself as a speculator. How long would these men remain in their positions if the Police Commissioners were doing the street cleaning of this city as private contractors? Not one hour. Without mentioning names, this admission has been made to your committee by those in authority. Let it be remembered here that the department has at its disposal a number of officers who, too old for active patrol duty or invalided in the service, must be, and are provided for at public expense, and who are admirably calculated to fill the positions now occupied by the lazy drones above described. Not one of them is detailed for service. So much for our first charge.

Now as to labor. Common laborers are paid at the rate of \$1.60 per day of eight hours; scowmen, \$1.50 per day; cartmen, with cart and horse, \$3.25 per day. The labor roll foots up in the estimate for 1878 at \$752,360. We take the estimates of the department—although the Board of Apportionment has fixed the appropriation far below these estimates—as showing what amount the ripened experience and judgment of the Police Board regards as absolutely essential to proper street cleaning in New York.

This labor pay-roll is thus classified :—

500 laborers, \$9.60 per week.....	\$249,600
325 cartmen, \$3.25 per day.....	329,550
175 scow laborers, \$7.50 per week.....	68,250
50 gangmen, \$12 per week.....	31,200
50 P. D. drivers, \$10.50 per week.....	27,300
30 machine and water-cart drivers, \$12 per week.....	18,720
16 watchmen at dumps, \$2 per diem.....	11,680
16 scow trimmers at dumps, \$1.50 per diem.....	8,760
10 watchmen and hostlers, \$2 per diem.....	7,300
Total.....	<u>\$752,360</u>

It is a somewhat peculiar fact that, although in their written answer to our question the Commissioners acknowledge that only seventy per cent. of their ordinary force is

employed during the interval when street sweeping is prevented by snow and frost and its resumption in the spring, yet in the above estimate they demand amounts equivalent in the case of laborers, scowmen, gangmen, and Police Department cart drivers to wages for six days' labor in every week through the entire year, and in the other classes of laborers, including hired cartmen, to wages for seven days' labor in each week throughout the entire year. No allowance seems to be made for bad weather or diminution of force during the winter months.

There is no necessity for us to dwell on the class of men employed as laborers by the department. Any one taking the trouble to notice the first gang of street sweepers he may meet will be struck by the wretched and feeble condition of the men. Few among them are capable of the exertion necessary to do a full day's work, and hardly one could command any private situation requiring strength or address. So, too, with the carts and cartmen; both are badly, very badly qualified to render honest work.

The wages paid the sweepers are grossly in excess of what they could command elsewhere. The Commissioners, in course of conversation on the Brown contract, said to your committee that the reason Brown made so much out of his contract was that he only paid his men \$1 each per day. "Why don't you pay the same wages?" we asked. "Just come in here," was the reply, "and attempt to lower the wages of these men or to lengthen the number of hours in their day and see how long you would remain, and how pleasant it would be made for you while you stayed." And this admission was coupled with the acknowledgment that the laborers in question were, as alleged by your committee, poor miserable objects, hardly able, in many instances, to stand without the support of their brooms and hoes.

Your committee submits that no further proof is needed as to its charge on the question of the capacity of the labor employed and of the undue amount of wages paid therefor.

It would simply call attention to the fact that if proper wages were paid, and by proper wages we mean not to exceed \$30.00 per month, a saving of thirty-seven per cent. would be at once effected in this item of the estimates alone.

Now, how are the appointments in the Street Cleaning Bureau made? One of our first questions to the Department was this:—

Q. State on whose recommendation these men (the foremen and gangmen), were appointed, giving names?

A. The records of this department do not show on whose recommendation clerks were employed; many of them have been in the service many years; as to foremen and dump inspectors, they have been generally employed on the recommendation of reputable citizens, who have vouched for their fidelity and efficiency.

The archives of the department do not enable us to give the names of the gentlemen recommending the several such employees, and if they did we should be unwilling to furnish their names to the public without the assent of those gentlemen.

Should your committee permit itself to indulge in conjecture rather than exact facts, the names of the reputable gentlemen aforesaid would present themselves with but little research.

The department is equally non-committal as to the calling and occupation of these officials. They say: “So far as this department has any knowledge, they (the foremen and gangmen) did not exercise any ostensible calling other than that called for by their duties in the Street Cleaning Department.” The fact is—and it is as well recognized as the daily rising of the sun—that these appointments are in the hands of those who rule the so-called politics of this misgoverned city, are looked upon as properly belonging to them, and are made at their behest, with no demur at the character and fitness of the nominee, no matter what that character and fitness may be. This has been acknowledged to members of your committee by those in a position to

know all the facts in the case, with a minuteness of detail and particularity of incident that leave no room for doubt.

So with the employment of laborers your committee asked :—

Q. Describe the system of appointments to work in your department. By whom are laborers engaged, and on whose recommendation? Give full details.

A. Laborers are appointed or employed by the Commissioners, mostly upon the recommendation of reputable citizens desiring to do an act of charity to worthy men, in finding them the means for the support of their families.

Here the reputable citizen makes his appearance again, still modestly veiling his face. But it may be news to him, as it certainly was to your committee, that his praiseworthy humanity has been able to transform an organization intended to clean streets into a charitable bureau for support of paupers. The fact is that the Superintendent of Street Cleaning has absolutely no choice whatever in the selection of his men. They come to him with tickets from citizens so reputable and of such influence that he is forced, whatever his opinion of the candidate, to enroll him forthwith.

Here is the plague spot of our municipal administration, the root of the disease that is sapping our very life as a city. Behind these gentlemen in the Police Board stands a power which forces them to employ men whom they know and acknowledge to be unfit for their places; to make places for others who render no work in return for the money which they draw; to hire and discharge with no reference to capability or the quality or quantity of the work done or to be done.

Is it right, is it honest for them to submit? Have they no duties to those who provide the means, as well as to those whose influence gives them the positions they hold? Are they not, in acquiescing silently in a system which they of all men know to be corrupt and debasing, consulting their own ease and emolument to the detriment of the

public good? In the judgment of your committee there can be but one answer to this question.

From this wicked system of political patronage, this barter of office and employment for corrupt ends, grow all the evils of which we as taxpayers have to complain. Why go further into details and recount afresh the system or want of system which sweeps a street and piles up the dirt days before the carts are ready to remove it; which makes no regular provision of vessels to carry away refuse and gives this as an excuse for the accumulation of festering garbage in the open street; which carries out to sea at large expense and casts away material which, if properly utilized, would yield large revenues to the city coffers; which, not content with this waste, casts after it handfuls of money in payment for the privilege of giving what should rather be eagerly sought at remunerative prices; which makes no effort to separate garbage from ashes, and cries out that such separation is an impossibility; which, in one word, is lavish in demand, rich in excuse, utterly wanting in performance. So long as the present appointing and employment system continues so long will our streets remain filthy and our money be wasted. Money without end may be appropriated, the legislature may pass countless laws to meet every possible contingency—all will be of no avail till public officials are brought to recognize the fact that in dealing with public funds it is their duty to get full value for every cent expended as though that money were their own; that in appointing their subordinates fitness and capacity are alone to be considered; that the largest amount of work is to be secured for the smallest amount of pay, and that in place of crying out at every obstacle which presents itself it is better to set about discovering the way to surmount it.

One word more under this head. It will have been noticed that the city has been much cleaner within the last three weeks than for some time previous. By returns from the department to date of writing it will appear that for the

week ending December 1, the Department removed 1,632 loads of street dirt and 13,243 loads of ashes ; for the week ending December 8, 2,322 loads of street dirt and 15,089 loads of ashes, and for the week ending December 15, 10,642 loads of street dirt and 15,662 loads of ashes. The Department accounts for this sudden rise in percentage of loads removed by their discovery of the obliging persons who consent to take the refuse at only \$20 per scow load, thus affording them dumping places near the city. It may be invidious, but your committee is somewhat disposed to connect both discovery and rise in percentage with the active discussion on this subject recently inaugurated in the public press, the renewed and somewhat persistent inquiries of your committee, and last, but not least, sundry hints, since ripened into certainty, of the preferment of charges against the Commissioners for neglect of duty. We can only hope that our suspicions may be falsified by the continued activity of the Department.

Lastly, as to our charge, that the appropriation given to the department is amply sufficient to clean the streets thoroughly if properly administered, and in addition purchase all necessary material for so doing, we presume that if we have succeeded in proving our other allegations, this will stand admitted. Still we propose to institute a brief comparison between the cost of street cleaning in New York with that expended in other cities, and of the comparative number of men employed.

New York employs, exclusive of the Commissioners at the head of the bureau, but counting the gangmen and dump inspectors given above, 109 salaried officials, at stipends ranging from \$3,000 to \$720 each, and about 1,200 laborers of different classes—in round numbers a total force of 1,300 men, in which there is a ratio of one official to every ten men employed.

Boston does all her work—and it is well done—with this force :—

1 Superintendent.
2 Clerks (one at \$1,600 and one at \$1,100).
6 Foremen (at \$90 per month each).
80 Street Sweepers.
10 Men in charge of machines.
3 Stable Foremen (\$1,200 each).
100 Garbage Men.
110 Ashmen.
<hr/>
312 in all.

The laborers employed are of the best class of workmen, paid high wages (\$52 per month) and employed permanently through the year. They are selected by the superintendent, who alone is responsible for their employment, with regard only to their qualifications for work and without respect to political influence or patronage. Slovenly work, intoxication or neglect of duty in any form is followed by a warning, the second offence by peremptory dismissal without hope of reinstatement. The entire cost of the city's cleaning in 1876 was, under the system of dividing street sweeping, collection of ashes and collection of garbage, as follows:—

For street cleaning proper, including services of inspector..	\$130,000	
Whereof \$104,000 was for labor.		
For collection of ashes	\$100,000	
Less received from sales.....	16,000	
	<hr/>	84,000
For collecting garbage.....	\$79,000	
Less sales.....	30,000	
	<hr/>	49,000
Total		<hr/> \$263,000

The city owns all its apparatus, which is of the best description. The above items include horse keep, shoeing, repairs to material, etc.

In Liverpool, with the same number of miles of paved

streets to be cared for as New York, the following staff is employed :—

1	General Superintendent.
1	Checker.
5	Carbolic Acid Men.
5	Night District Inspectors.
1	Wharf Inspector.
8	Checkers and Tip Men.
52	Midden Men, who cleanse privies.
16	Day Inspectors of Districts.
3	Day Wharf Inspectors.
3	Storekeepers.
49	Trough Closet Men.
69	Tip and Wharf Men.
80	Barrow Men.
220	Sweepers.
16	Urinal Cleansers.
4	Boatmen.
41	Ashpit Men.
7	Watermen.
4	Horse Keepers. .
7	Watchmen.
12	Yard and Engine Men.
8	Millwrights.
15	Smiths.
1	Painter.
1	Saddler.
175	Carters, Drivers, and Police.
<hr/>	
804	in all.

Deduct from these 117 men engaged in emptying privies and cleansing urinals, work which does not in New York come within the scope of the Street Cleaning Department, and we have a total of 687, including officials, engaged in street cleaning proper, or about fifty per cent. less than employed in New York for the same number of miles

of streets. The entire cost, including privy work, was £65,864 or \$330,000. We have already taxed your patience too long to ask your attention to minute details as to Liverpool street cleaning, interesting as it is ; particulars thereof, kindly furnished us by Mr. Reynolds, the superintendent, are hereto annexed for perusal at your leisure, but we must call your notice to the following circular, which we copy verbatim :—

MUNICIPAL OFFICES, DALE STREET, }
SCAVENGING DEPARTMENT, LIVERPOOL, Dec. 7, 1876. }

Mr. ———

SIR:—I beg to submit a list of prices, at which various kinds of manure can be supplied during the next year.

NIGHT SOIL PER BOAT, LOADED FREE AT TOWN WHARVES.

	Delivered between Jan. 1, and April 30.	Delivered between May 1, and June 30.	Delivered between July 1, and Aug. 31.	Delivered between Sept. 1 and Dec. 31.
Six to twelve boats	£3 10	£3 00	£2 10	£3 10
Casual boats.....	4 10	3 10	3 10	4 10

STREET SWEEPINGS PER BOAT, LOADED FREE AT TOWN WHARVES.

	Jan., Feb., M'ch, Ap'l, Sept., Oct., Nov., Dec.	May, June, July, and August.
Six to twelve boats.....	£3 10	£4 00
Casual boats.....	4 10	4 10

Mr. Isaac Hilsby, salesman and collector, attends the Liverpool Vegetable, Corn and Hay Markets, also Ormskirk every Thursday, and will receive your commands.

RICHARD S. REYNOLDS,

Superintendent.

A like circular gives prices of same material delivered by rail.

This has a somewhat different ring from the plaintive cries of our Police Board for places in which to throw away valuable material, and the contrast between the Scavenging Department of Liverpool conducting an active market for its refuse and our Commissioners paying away for each

scow load “wasted” an amount equal on the average to that received by the Liverpool Superintendent is, to say the least, striking. As will be seen from a table hereto annexed, out of 205,989 tons of refuse collected during the year, there were thus disposed of 177,121 tons, leaving to be gotten rid of by the city 28,868 tons. A boat load at Liverpool contains, say 48 tons. Of these, therefore, about 3,600 were disposed of during the year, bringing in £8,699 10s. 7d., or say \$43,500, gold.

A full abstract of all the receipts and expenditures of the Liverpool Scavenging Department is herewith submitted. We desire to call your notice to a single item. The entire superintending and clerical force is as follows :

One Superintendent.....	at £450 per year,	= \$2,250
One Salesman and Collector,		
salary and commission		
on sales	249 14s.	“ = 1,250
One Chief Clerk	salary 175	“ = 875
One Clerk	salary 85	“ = 425
One Clerk	salary 91	“ = 455
<hr/>		<hr/>
Total salaries.....	£1,046 14s.	= \$5,255

A striking contrast again to the estimates of the Police Board on this head.

In Manchester, England, which stands to-day the model street cleaning city of the world, the force employed in the cleaning of the city proper, including attention to privies, is as follows :

1 Superintendent.
6 Inspectors.
12 Yardmen.
11 Grideners.
257 Sweepers.
64 Drivers.

351 in all.

To these must be added for the outlying districts beyond the city proper, 143 men, whereof 13 are inspectors, the rest workmen, making an entire total of 494. The city is districted, each district has an inspector, who is responsible for the conduct of the men under his charge and the proper performance of the work. Each district is again subdivided into sections, each section comprising eleven men, thus classified :—One leader, a laborer who does his share of work like the others, but is responsible for the condition of his section ; two fullers, six sweepers, and two supernumeraries for early morning work. To each section two carts and drivers are appointed, it being an invariable rule that the dirt shall be taken up as soon as gathered. Eight hours constitute the laboring day, but each man must sweep not less than 3,500 square yards of surface during the day. The inspectors have a book containing the work required from their respective sections, a copy of the whole being in possession of the superintendent, which shows the hour and day every street within the city is cleansed throughout the week or year.

The men are uniformed and supplied by the city with their tools.

For further details your committee would refer to the report of Mr. Superintendent Walworth, kindly sent them and hereto appended, and to the Treasurer's report for the year 1876 for details of cost, which was in all say £28,412, or \$142,060.

But the most interesting matter in connection with Manchester is the disposition of its refuse. Situated far inland, its only water communication the river Irwell, against the contamination of which the Rivers Pollution Commissioners have set their faces as a flint, the entire elder portion of the town dependent upon the old-fashioned privy as the receptacle for excrement, here, indeed, was a community that might well cry out, "What shall we do with our refuse?"

But the cry was brief, and in response to well-directed

effort the answer came. Under the direction of the Health Board, yards were selected and purchased by the corporation, where the refuse is sorted, that which is salable sold, that which is useless burned, and the remainder converted into manure and sold. Even the very urine of the city is utilized. We quote here a few words from the report of the Health officer for 1876. "In 1875 the refuse collected by the Health Committee weighed 147,097 tons. The composition of the material may be judged from the following analysis of a single week's collection :

Paper, 1 ton.

Dead animals, 2 tons.

Rags, 3 tons.

Stable manure, 17 tons.

Meat tins and old cans and iron, 33 tons.

Slaughterhouse refuse, 60 tons.

Broken pots, glasses, etc., 80 tons.

Vegetable refuse, 90 tons.

Fæces and fine ashes, 1,200 tons.

Cinders, 1,344 tons.

"Of these materials the dead animals, slaughter-house refuse, and a portion of the fæcal matter and fine ashes are incorporated by grinding, together with a quantity of putrid fish, and formed into manure, the ammonia being converted into sulphate as it is evolved. The mixture is saturated with urine, a portion of which has undergone concentration. Of this manure 1,500 tons were manufactured and sold. The broken pots, bottles and glass, burr and slag, fine coal and a portion of the cinders, with similar matter, are ground up with sand and lime into mortar of excellent quality, and of this 3,500 tons were sold. The old iron and tins are readily disposed of, as the demand is considerable, probably for the manufacture of copperas. The rags and paper are scarcely in sufficient quantity at present for full utilization, but as the new system is developed they will be better worth the trouble of separation. The vegetable refuse we have at present no use

for, and we believe it best to reduce their volume by burning or carbonization. The ash or charcoal may be used as absorbents for liquid excreta. The cinders are utilized as fuel for heating the boiler which drives the machinery. The arrangements made by the Health Committee have enabled them to dispose of the night soil as fast as it has been received. The urine, which so preponderates relatively to the solid matter, instead of running into the rivers and sewers, can now be evaporated rapidly and at a low temperature, so as to preserve its quality, and its bulk be reduced to a convenient quantity."

Your committee submit this interesting report as an exhibit and also a most exhaustive pamphlet on the utilization of the refuse of large towns, by Mr. Whiley, the engineer in charge of the Manchester Works. When we examine this report, remembering the small cost of this work, and contrast it with the clamor of our officials as to their inability to get rid of only a portion of the refuse thus dealt with, we are forced to exclaim, "Verily, the gods help those who help themselves."

If, without giving further details in possession of your committee as to other cities, we compare the figures and results above given with the estimates presented by our Board of Police for 1878, they give warrant enough for our assertion, that this department is wasting the money of the taxpayers in unnecessary and exorbitant salaries and wages, that even if the city were well cleaned the amount expended therefor would be altogether too high, but that in view of the condition of the streets for the last year the expenditure of \$725,000, or any like sum, no purchase of new material forming part thereof, is simply absurd, and calls for the severest censure on those charged with its administration.

If any doubt still exists on this point, your committee desire to simply cite a remark made to your committee by a gentleman high in office in the department, to this effect:—"Gentlemen," said he, "if I had the cleaning of the

city, untrammelled by political influence or dictation, I could keep it as clean as a parlor floor for \$400,000 a year, and retire in two years rich enough for all my wants." With this remark we close the third branch of our inquiry.

We now take up the last and most important question of all. What remedy can be found for these abuses? The first step lies with all good citizens, and consists in the formation of a healthy public opinion on the question of the duties of public officials. Men with large interests in this city have so neglected their duties of citizenship, have in the hurry of private business so permitted their public interests to go by default, that they have themselves alone to blame for the change in public sentiment since Thomas Jefferson wrote his memorable words describing the province of officials in this country, "To cultivate peace and maintain commerce and navigation in all their lawful enterprises, to preserve the faith of the nation by an exact discharge of its debts and contracts, to expend the public money with the same care and economy we would practice with our own, and impose on our citizens no unnecessary burdens." Now, alas! it seems the aim of most public men, and this aim is generally considered proper and praiseworthy, to secure office for personal emolument, and having secured it, so to administer it as to retain it as long as possible, using the public funds in their hands in such a manner as to secure influence to themselves and form a band of retainers whose duty is not to render service to the community, but blind obedience to those who give them place and pay. The duty of all good citizens is to change public sentiment on this point, and we as a society should pledge ourselves henceforth to condemn the existing system of place-giving and employment, to hold up any public official who knowingly pays extravagant wages from the public purse—and by extravagant we mean anything in excess of what unskilled labor commands in the open market—who em-

employs incompetent men, either of his own motion or at the dictation of others, and who in any way creates and maintains sinecures, as false to his trust and deserving of censure at the hands of his constituents. Constant dropping wears away the hardest rock, and if this course be faithfully persisted in, if citizens and taxpayers will insist on looking into the expenditure of their money, and not hesitate when abuses are found to bring them before the public on their individual responsibility ; if, in one word, they will accept the term recently flung at them in opprobrium from the Bench, and form a corps of “whippers in” of morality, good order, and economy, we shall see the day when fitness for office will be the only consideration in selection of candidates ; when those chosen to office shall pride themselves in using public moneys with as much care as if those moneys were drawn from their own private purse, and when the chief ambition of officials will be to receive as their highest reward the public commendation, “Well done, good and faithful servant.”

RECOMMENDATIONS.

But, pending the advent of this political millennium, what is the best course for the city to adopt in cleansing the streets ?

Your committee, as the result of their best reflection and judgment, would recommend taking the street cleaning out of the hands of a political board and placing it under the control of an intelligent specialist, who has studied and understands the subject, and who shall act as superintendent. Let him be appointed by the Mayor, and let the appointment be peremptory, not subject to confirmation by the Board of Aldermen. Let him proceed to district the city into not less than thirty districts, and advertise for proposals to clean and sweep the streets of each district and remove the ashes therefrom from one class of contractors, and for proposals to collect and re-

move garbage for each district from another and distinct class of contractors. The garbage collectors to seek the garbage within the houses, and not one pound of it to be permitted to be put into the open street for collection. Each contractor should give satisfactory bonds, and his contract should be forfeitable by the Superintendent on proof of continued neglect of duty; for first offences let him be notified to repair the omission; if the notification be not complied with, let the work be done by the Superintendent and the cost thereof charged to the contractor and deducted from his monthly pay. For small districts specifications could readily be drawn, which might not so easily be prepared were the cleaning of the entire city let in one large contract. We append the printed forms of contract used in Philadelphia as an example. Let the Superintendent select and appoint an inspector for each district, whose duty shall be to note, in books prepared for the purpose, the condition of each street in his district in each day of the year. The inspectors may be changed from district to district at the pleasure of the Superintendent, in order to obviate too great intimacy with any one contractor. Let regular complaint books be opened at certain stations in each district, and let it be understood that any complaints therein recorded by any citizen over his name and address shall be properly and promptly noticed. Give the entire supervision of the whole work to the Board of Health, who shall in case of dereliction of duty on the part of superintendent or inspectors have power to prefer charges against him or them to the Mayor, who shall, on proof being made, promptly remove the offender.

Such in brief is the outline of the system we would commend. It is that in use in Philadelphia, and, all things being considered, seems to us best calculated to meet existing wants here. It contemplates little or no patronage. If the Mayor appoints the proper man as superintendent, and he alone has the selection and appoint-

ment of inspectors,—the only employees under the system, save the few clerks necessary to keep the accounts,—he should be able to withstand any outside pressure in the choice of his subordinates. Knowing that he alone will be held responsible for the condition of the city he will be apt to hold his contractors to the strictest performance of their work. No new material need be purchased by public funds; the contractors should supply their own apparatus. Ordinances should be passed inflicting a penalty upon the *owner* of any tenement before which any garbage was found, either on the street or mixed with ashes in barrels. These penalties should be enforced by the Board of Health, on complaint of the superintendent or inspector, whose duty it shall be to furnish the necessary evidence. The legislation needed to inaugurate and perfect this system would be trifling. Under it the cleaning of each street in the city could be contracted for, to take place on specified days in each week, and any default could be traced at once. The question of wages paid for labor would be settled by each contractor for himself, and no temptation to demagogism could thus exist. Dumping places would be found readily enough were the work once in private hands. In one word, the system seems to work a radical reform in each one of the evils we have passed in review. We do not affirm that it would cure them at once; but we believe that in a very short time the work would be done better and more cheaply than ever before.

We have had other systems under consideration, notably one proposed by Professor Chandler, known as the block system, whereby one man is placed in charge of a certain number of blocks, with the sole responsibility of keeping them in order. The lateness of the hour forbids an elaborate detail of this system, which we hope will be fully set forth at a later day by Professor Chandler himself, in a paper promised us by him. All other systems considered by us offer too great temptations to patronage and political dictation,

which of all things should be carefully avoided. We have, therefore, decided to recommend the Philadelphia system, as above detailed.

One word before we close. While we have nothing extenuated, we have set down naught in malice. If we shall be considered harsh in calling abuses by their right names, we answer that the time for dainty words has passed. When men who have placed the savings of a lifetime into real estate in this city, thinking it the safest investment for their children, find themselves forced to abandon their property from inability to meet the enormous taxes levied upon it at valuations far above its salable price ; when the heaviest burden which this sorely burdened people has to bear is the annual impost laid upon them to provide good government and all that a good government should offer its citizens ; when, after pinching and saving to meet that impost, and providing it in sums sufficient to supply the best and fittest of everything, it sees a large portion of those revenues turned aside to utterly unworthy objects, serving to fasten upon the body politic a horde of idlers, whose only business and office it is to perpetuate the rotten system which has brought them into being, realizing the old Greek fable in the spectacle of this mighty city, bound hand and foot to be delivered over to a flock of loathsome creatures, drawing from her very vitals the nutriment which gives them strength to flout and dishonor her, shall we sit idly by and make no sign ? If ever there was a time when it was expedient as well as right to speak plainly, now is the time ; and your committee, feeling this, have not attempted to shirk their duty. Personally they have none but the kindest feeling to the Police Commissioners, who have afforded them every facility in the prosecution of their inquiries ; but as exponents of the system of paying high wages for worthless labor and of appointments to place under dictation they, in the judgment of your committee, are lacking in duty to the public, whose servants they are, and are therefore subject to rebuke.

Your committee herewith submit the following documents as exhibits to this Report, and ask to be discharged :

- A.—Written answers of the Police Board to questions of your committee.
- B.—List of Foremen, Gangmen, Cartmen, etc., with their occupations.
- C.—Estimates of the Departments and Officers of the City of New York, including, at page 49, the Street Cleaning estimates.
- D.—Letter from Commissioner Nichols to T. M. Adams, dated Dec. 28, 1877.
- E.—Interview with Commissioner Nichols, as reported in the *N. Y. World*.
- F.—Report of Conference of City Officials on Street Cleaning, reported in *N. Y. Tribune*.
- G.—Statistics as to Boston Street Cleaning, furnished by the Superintendent to your committee.
- H.—Letter of President Davis of the Board of Health in Philadelphia, accompanied by blank forms of contracts, inspectors' returns, etc., in use under their system.
- I.—Memoranda of methods in use in Liverpool on Street Cleaning, furnished by Superintendent Reynolds of that city, and accompanied by
 - a.—Blank returns and forms of reports handed in by the Sub-Inspectors to the head office, Liverpool.
 - b. and c.—Circulars as to price of refuse, heretofore quoted.
 - d.—Abstract of the Receipts and Expenditures under the sanitary acts of the borough of Liverpool for 1876, pages 18 and 19 giving details as to cost of street cleaning.
- L.—Full memoranda as to Street Cleaning in Manchester, England, furnished by Superintendent Walworth of that city, accompanied by
 - a.—Report of the officers of the Board of Health for Manchester for the year 1876. See pages 39, 40, 41 and 42.
 - b.—Treasurer's statement of receipts and expenditures, Manchester, England. See pages 110 and 112.

- c.—Two pamphlets on the utilization of the refuse of towns,
by Henry Whiley, Esq., Engineer of the Manchester
Works.
- M.—Memorandum on Street Cleaning in London, furnished by
the Clerk of the Metropolitan Board of Works.
- N.—Drawings of garbage and other carts in use in Liverpool.
- O.—Report of Borough Engineer to the Health Board of Liver-
pool for 1869, detailing, on pages 45 to 49 inclusive, the
inception of the present system prevailing in that city.
- P.—Report of Superintendent of Scavenging for borough of
Liverpool for 1875.

THATCHER M. ADAMS, } Committee.
JACKSON S. SCHULTZ, }

NEW YORK, Jan. 3, 1878.

After the reading of the Report, and the adoption of a Resolution ordering it to be printed, Commissioner Erhardt, who was present, arose, and availing himself of the rule of the Society, which invites free expression of opinion from all present, without regard to their membership of the Society, suggested the justice of allowing the Police Commissioners to prepare a statement of their side of the question, which should be printed together with the Report.

On motion of Mr. Charles Stewart Smith, seconded by Mr. Adams, a resolution was unanimously adopted, requesting the Police Commissioners, through Mr. Erhardt, to furnish to the Society such statement, and that, on receipt thereof, it be printed together with the Report, under direction of the Executive Committee.

The following letter, addressed to the Society, and which appears in the *World* of January 11th, explains why the Report of the Committee appears without such accompanying statement :

POLICE HEADQUARTERS, }
NEW YORK, *January 10, 1878.* }

TO THE MUNICIPAL REFORM ASSOCIATION :

Gentlemen—Referring to the meeting of the Municipal Reform Association, held on the 7th inst., to hear the report of the Committee on Street Cleaning, and to the opportunity then kindly offered to me to make a counter-statement, to be attached to the printed report, I beg leave to thank the Association for their kind intention, and to state that the sole motive for making any counter-statement consisted in the desire to have it given to the public attached to the printed report. Inasmuch as the entire report appeared in the newspapers of the next morning, no valuable result would follow any late publication of a counter-statement, and I therefore thank you again, and am

Yours respectfully,

JOEL B. ERHARDT.

Upon the receipt of this letter, the President of the Municipal Society at once communicated with Mr. Erhardt, renewing the offer to print any statement which the Police Commissioners might desire published, in connection with the Report, then about to appear in pamphlet shape. The communication was acknowledged, but the Police Commissioners have not availed themselves of the offer.

The Committee, in revising their report for publication, find that, should all the exhibits therein referred to be printed and annexed to the Report, as was at first contemplated, the pamphlet would reach formidable dimensions—too formidable for the general reader. They have, therefore, thought it best to omit publication of the exhibits, with one exception—that of Exhibit B, which gives the names, occupations, and salaries, of the foremen and gangmen employed by the Street Cleaning Department. The original of this, together with all the other exhibits referred to in the Report, have been deposited in the Archives of the New York Municipal Society, where they are subject to the examination of all who desire to inspect or to study them.

Such examination and study will well repay the time devoted thereto, and will, as your Committee believes, fully corroborate every assertion of their Report.

EXHIBIT B.

LIST OF SALARIED EMPLOYEES, WITH AMOUNT OF
SALARY PAID.*Supt. Bureau—*

John Gunner, Captain.....	\$2,000 00
Peter Zule, Captain, detailed.....	2,000 00
David Stevens, Roundsman, detailed.....	1,200 00
Henry Hedden, Captain, detailed.....	2,000 00
James Adams, Officer, detailed.....	1,200 00
<i>Dep. Inspector—</i> Geo. W. Plunkett.....	2,500 00
<i>Supt. Stables—</i> Robert J. Wylie.....	1,500 00
<i>Chief Clerk—</i> Jno. B. Greene.....	3,000 00
<i>Pay-Roll Clerk—</i> Wm. H. McCorkle.....	2,000 00
<i>Time Clerk—</i> G. Joseph Rusch.....	1,500 00
<i>Clerk to Commissioner—</i> E. H. Lawrence.....	1,500 00
“ “ <i>Office—</i> Geo. W. Van Brunt.....	1,200 00
<i>Record Clerk—</i> S. H. Ingersoll.....	1,200 00
<i>Map Clerk—</i> S. H. Hoe.....	1,200 00

Telegraph Operators—

Richard Battin.....	900 00
Martin Dixon.....	700 00

Foremen Street Cleaning—

John O'Leary.....	1,000 00
James Gardiner.....	1,000 00
Jeremiah Hays.....	1,000 00
Edward Hallock.....	1,000 00
Peter Haslam.....	1,000 00
Edward Mulry.....	1,000 00
Daniel J. Stevens.....	1,000 00
Robert E. Stanwood.....	1,000 00
John Small, 2 Scammel St.....	1,000 00
Mortimer Sullivan.....	1,000 00
Thomas Coakley.....	1,000 00
Michael Lynch.....	1,000 00
Owen Healy.....	1,000 00
Mark F. Haley.....	1,000 00
John Miller.....	1,000 00

John T. Ryan.....	\$1,000 00
Patrick McDavitt.....	1,000 00
H. E. Hughson.....	1,000 00
George W. Farley.....	1,000 00
Patrick Moore	1,000 00

Dump Inspectors—

Thomas Ryan.....	800 00
Wm. McKenna.....	800 00
John Crossin.....	800 00
John H. McCoy.....	800 00
Thomas Moore.....	800 00
John Jacobs.....	800 00
John Moore.....	800 00
Francis Gaffney.....	800 00
Michael Kenney.....	800 00
Wm. L. Wemmell.....	800 00
Peter F. Rafferty.....	800 00
Wm. J. Smith.....	800 00
Geo. W. Williams.....	800 00
Charles Packer	800 00

Captains, Tug—

Wm. H. Rightmeyer.....	1,440 00
Abram Van Leuren.....	1,440 00

Engineers, Tug—

Alfred Delanoy	1,140 00
John Conway.....	1,140 00

Firemen, Tug—

John McKeon.....	720 00
Alonzo Ingram.....	720 00

Deck Hands, Tug—

C. B. Andrews.....	720 00
Patrick Kiernan	720 00

Stewards, Tug—

Thomas Roach.....	720 00
Thomas Christie.....	720 00

District.	Name.	Occupation.	Position.
1st Ward.	Chas. E. Bostwick....	Merchant	Foreman.
	(Firm, Bridge, Bostwick & Co., 34 Murray and 19 Park Place, Furriers.)		
	Michael Corliss.....	Caulker	Gangman.
	John A. Mitchell....	Laborer	"
			And 18 Cartmen.
2d and 4th	John O'Leary.....	Mason.....	Foreman.
Wards.	Thomas O'Brien.....	Machinist.....	Gangman.
	Wm. C. Sammons...	Clerk	"
			And 21 Cartmen.
3d and 5th	James Gardiner.....	Engineer	Foreman.
Wards.	James Thompson....	Speculator.....	Gangman.
	Pat. H. Philips.....	Watchman.	"
			And 18 Cartmen.
7th Ward.	Jeremiah Hayes.....	Baker	Foreman.
	John Dennice.....	Watchman	Gangman.
	Edward Brown.....	Boarding House...	"
			And 9 Cartmen.
8th Ward.	George H. Farley...	Clerk	Foreman.
	Lazarus Glauberg ..	Pocketbook maker	Gangman.
	Andrew Smith.....	Cartman.	"
			And 16 Cartmen.
9th Ward.	Edward Hallock....	Clerk	Foreman
	Francis Body.....	Grainer.....	Gangman.
	Geo. W. Nicholson..	Merchant.....	"
			And 14 Cartmen.
10th Ward.	Edward Mulry.....	Contractor.....	Foreman.
	Stephen Myers.....	Cigarmaker.....	Gangman.
	Edward Horan.....	Fireman.....	"
			And 16 Cartmen.
11th Ward.	D. J. Stevens.....	Clerk	Foreman.
	Wm. Fitzgerald.....	Gangman.
	Robert Martin.....	Watchman	"
			And 8 Cartmen.
12th, 23d and	Robert E. Stanwood	Foreman.
24th Wards.	John R. Flood.....	Gangman.
	Charles Hesson.....	"

District.	Name.	Occupation.	Position.
12th, 23d and 24th Wards.	William Walsh.....		Gangman.
	Gilbert Palmer.....		"
			And 20 Cartmen.
13th Ward.	John Small.....	Clerk	Foreman.
	Thomas Leahy.....	Fireman.....	Gangman.
	Joseph Ogle.....	Coal dealer.....	"
			And 7 Cartmen.
6th and 14th Wards.	Mortimer Sullivan...	Officer.....	Foreman.
	John Fallon.....		Gangman.
	James Hart.....		"
			And 19 Cartmen.
15th Ward.	Thomas Coakley....	Cartman.....	Foreman.
	John Carroll.....	Watchman	Gangman.
	Asa H. Bogar.....	Machinist	"
			And 13 Cartmen.
16th Ward.	Patrick Moore.....	Livery stable.....	Foreman.
	John J. Moran	Liquor dealer.....	Gangman.
	James Mallon.....	Laborer	"
			And 14 Cartmen.
17th Ward.	Owen Healy	Liquor dealer.....	Foreman.
	George Robbins.....	Feed	Gangman.
	John Coughlin.....	Polisher marble...	"
			And 14 Cartmen.
18th Ward.	Mark F. Healy.....	Clerk.....	Foreman..
	Charles Hartley.....	Barber	Gangman..
	Charles G. Banks...	Clerk.....	"
			And 20 Cartmen.
19th Ward.	John Miller.....	Stevedore	Foreman.
	David Carroll.....	Clerk	Gangman.
	Thomas Graney.....	Stevedore	"
	Thomas Butler.....	Printer.....	"
			And 35 Cartmen.
20th Ward.	John T. Ryan.....	Painter.....	Foreman.
	James Ellicott.....	Clerk	Gangman.
	Michael Hynes.....		"
			And 18 Cartmen.

District.	Name.	Occupation.	Position.
21st Ward.	Patrick McDavitt...	Wire worker.....	Foreman.
	Robert R. Campbell	Ice dealer.....	Gangman.
	Joseph Dunn.....	Cartman.....	"
And 19 Cartmen.			
22d Ward.	Henry E. Hughson..	Teacher.....	Foreman.
	Terence Riley.....	Officer.....	Gangman.
	William Aiken.....	Mason.....	"
And 29 Cartmen.			
Broadway.	Edward Sherlock....	Laborer.....	Acting Foreman.
Avenues	William Leonard...	Liquor.....	Foreman.
East and	Andrew Black.....	Clerk.....	Gangman.
West.	James Hamilton....	Mason.....	"
	Charles Lyons.....		"
	James McVey.....		"
	John Horbelt.....		"

Maurice Reed, detailed Foreman to Capt. Gunner.

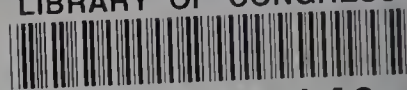
James Boyd, Gangman to Capt. Gunner.

Edward Freeborn, clerk, Frank McNamara, bookkeeper, Gangmen, detailed as clerks to office.

DUMP INSPECTORS.

John Jacobs.....	Merchant.....	Market St., E. R.
John Moore.....	Marble Cutter.....	Jackson " "
Michael O'Connor.....	Fireman.....	Stanton " "
Michael Kenney.....		5th " "
Wm. L. Wemmell.....	Pattern Maker.....	17th " "
Peter F. Rafferty.....	Clerk.....	22d " "
William J. Smith.....	Machinist.....	37th " "
George W. Williams.....	Cabinet Maker.....	46th " "
Charles Packer.....	Contractor.....	86th " "
Thomas Ryan.....	Mineral Water.....	Laight St., N. R.
William McKenna.....	" "	12th " "
John Crossin.....	Surveyor.....	21st " "
John H. McCoy.....	Cellar Digger.....	37th " "
Thomas Moore.....	Clerk.....	47th " "

LIBRARY OF CONGRESS



0 022 219 149 A